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No. 33



blm - alaska

frontiers

managing public lands for multiple use

Issue 33 November 1991



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u.s. department of the interior • bureau of land management

State and BLM join forces to clean up the Dalton Highway

The Dalton Highway, the only road connecting the interior of Alaska with the Arctic Ocean, takes the traveler through a cross-section of magnificent northern landscape. It's a tough drive though, a gravel road 416 miles long with only two places where travelers can stop for gas or service.

Travelers pass through heavy spruce woods, high mountains, unusual rock formations, meandering rivers and treeless open tundra.

Viewed from the road, most of the countryside is pristine and undeveloped—except along the road itself, where people have been throwing a lot of trash.

In an effort to do its part to keep this part of America beautiful, BLM's Arctic District office, in cooperation with the Alaska Department of Transportation and Public Facilities, made three separate trips up the highway to collect trash and bring it back to Fairbanks for processing at an approved disposal site.

On the first trip, workers discovered that the debris was more than just trash—they now call it solid waste. Not only that, the solid waste is bigger, and there's more of it than they had ever imagined.

BLMers from the Arctic District Office concentrated on three specific areas. In May crews worked in and around Coldfoot, 258 miles north of Fairbanks. Here a commercial establishment offers food,

motel rooms and vehicle service under a permit from BLM.

In July workers spent a week on the road, and picked up 1,260 pounds of tires. In August they concentrated on two more sections of the road. Three staff members, a volunteer and three drivers covered 23 miles of highway near Pump Station 2, at the northern boundary of the BLM-administered lands. Then, driving south from Coldfoot, they collected

solid waste for the next 14 miles.

From 37 miles along the road and five acres around Coldfoot, the BLM collected 24,840 pounds (12.42 tons) of solid waste. It included tires, metal and wood scraps, oil filter casings, two abandoned vehicles and one abandoned trailer.

—Sharon Durgan Wilson



Two abandoned vehicles were the heaviest items recovered.



BLM work crew pauses for a break at the Arctic Circle.



Thirty-five miles of road yielded more than 12 tons of solid waste.

BLM hopes to enlist the help of other agencies and organizations in an annual cleanup.

"We would eventually like to see some sort of 'Adopt a Highway' program along the scenic route through northern Alaska," says Arctic District Manager Dee Ritchie.

"Or, we would like all users to adopt the concept of 'Pack it in—Pack it out.' We all must work to keep this highway clean."



ANCSA at 20

The twentieth anniversary of the Alaska Native Claims Settlement Act is a time to look back and also towards the future

In an historic move to settle Alaska Native aboriginal land claims, Congress passed the Alaska Native Claims Settlement Act (ANCSA). President Nixon signed this hugely important law on December 18, 1971, but only after asking the Alaska Federation of Natives if it approved. By a vote of 511-56, AFN delegates approved.

In declaring the nation's policy on the settlement, Congress found that "the settlement should be accomplished rapidly, with certainty, ... without litigation, with maximum participation by Natives...." This landmark law also provides for private land ownership by setting up Native

Corporations, specifically seeking to avoid "creating a reservation system or lengthy wardship or trusteeship, and without adding to the categories of property and institutions enjoying special tax privileges...."

Under all provisions of the law, including amendments, Native entitlements now total 44 million acres of land.

A large share of the Bureau's effort in Alaska is now and has been devoted to fulfilling the Congress's promise of land to Alaska's Native people.

The focus of the BLM's Alaska Division of Conveyance Management is apparent from the corporate names of its adjudicative branches: Calista, Doyon, CIRI/AHTNA, Southwest, and K-C-S. But even though the 212 Villages and 12 landed Regional corporations account for the great majority of the acreage being conveyed, BLM gives top priority for processing to applications for individual Native allotments.

Not surprisingly, Native corporations and the State of Alaska frequently claim the same parcels of land. The situation often is further complicated by the presence of federal mining claims and/or Native allotment claims. The conveyance program

is a bewildering array of judicial decisions, legal opinions, many-times-amended laws, and various agreements between the various interested groups. It takes steady hands and hard work for BLM to operate within this mind-numbing blizzard of convolutions.

Reviewing the progress of the past twenty years, Deputy State Director for Conveyance Management Wayne Boden is proud of BLM's record. "BLM-Alaska has done extremely well in untangling the complex skein of competing interests and claims for the land," he said. So far, according to the scorecard published quarterly by the Division of Conveyances, lands transferred to ANCSA Corporations total 35.5 million acres. Most of these lands (25.5 million acres) have been transferred under an "interim conveyance" process, which gives the corporations full legal title to the land. Following the huge surveying job yet to be done on these interim-conveyed lands, the government will issue U.S. patents for them, finally completing the promise of the land.

—Rob McWhorter

BLM Land Conveyance Progress Report

September 30, 1991

Native Corporations

Total entitlement: 45,540,724

Land conveyed (patent & interim conveyance) 35,324,491 acres
 211 village corporations
 12 regional corporations
 5 former reserves

Native Allotment Cases (1906-Present)

Title recovery	1,429
1906 approvals	3,591
Legislative approvals	6,809
TOTAL APPROVALS	10,400
Closed—no conveyance	2,670
Certificated	4,546
Awaiting survey and certification	5,824
Pending adjudication	1,960
TOTAL PARCELS	15,000

State of Alaska

Total entitlement: 104,425,000 acres

	Acres TA'd	Acres Patented	Total Acres
Statehood Grants	49,077,851	36,004,805	85,082,656
Mental Health Grants	172,477	833,414	1,005,891
Terms and Conditions	1,146,435	5,661	1,152,096
TOTAL ACRES	50,396,763	36,843,880	87,240,643

Alaska Railroad 68 parcels, 361 miles Right-of-way

Other Claims

	Applications Patented
T&M Sites	594
Headquarter Sites	710
Homesites	1,725
Homesteads	2,964
PLO 1613's	440

ANCSA: The Early Years

Following the passage of ANCSA, the Bureau of Land Management soon found itself faced with an enormous task: how to survey and transfer millions of acres of land to new owners as quickly as possible.

It took some time just to understand the complex law and determine how it could be implemented. What villages were ANCSA villages? Where were they located? How would BLM note the public lands records?

BLM began to write and publish regulations to help implement the act, developed new application forms, formulated policies, and provided guidance and assistance to the newly-formed Native corporations.

At the same time the Bureau of Indian Affairs had to determine eligibility of the individual Natives and certify them on the appropriate rolls. Villages and regions had to incorporate under state law, elect officers, and hire consultants and land managers. Village corporations also had to decide what lands they wanted to select—all within three years.

A major concern was implementing the section of the act dealing with Native allotments (14(h)(6)).

When it had become apparent in 1970 that there would be a settlement act and the 1906 Native Allotment Act would probably be repealed, a major effort was made by the Bureau of Indian Affairs and the Rural Alaska Community Action Program to get as many allotment applications filed as possible. BLM was deluged with applications. More than 15,000 applications were eventually received before the deadline.

Almost everyone on the BLM adjudication staff was assigned the task of processing these applications and it took several years. New land law examiners were hired and trained. BLM district offices hired new realty specialists to do the required field examinations. BLM made a commitment to process 2,500 applications a year for three consecutive years.

The first ANCSA selection applications were filed in early 1974. The first ANCSA conveyance was the transfer of the Wildwood Air Force station to the Kenai Native Association. The exciting and tremendous job of ANCSA conveyances was underway.

— Sue Wolf



BIO-DIVERSITY

**BLM and the Nature Conservancy
join forces to help save
Alaska's rare plants**

Lisa and Rob were kneeling on a high river bluff in search of rare plants when they spotted the black bear boldly stepping toward their raft. They had left the boat far below on a gravel bar of the Black River. Most of the provisions for their day plant-collecting trip were being investigated curiously while they helplessly stood by!

Their excursion was one of the first between the Bureau of Land Management's Alaska state office and the Nature Conservancy's Alaska Natural Heritage Program. The two organizations are working cooperatively to inventory rare and endangered species, ecologically significant habitats and natural communities on BLM-managed land. Lisa Ragland is a botanist working out of the BLM Steese/White Mountains district office in

Fairbanks; Rob Lipkin is a botanist for the Alaska Natural Heritage Program.

As a result of the combined efforts of BLM and the Heritage Program, two inventories of rare plants were completed in 1991 in BLM's Steese/White Mountains district: One for the Steese National Conservation Area/White Mountain National Recreation Area near Fairbanks, and the second for the Black River area north of Eagle.

In addition, BLM recently signed a long-term Challenge Assistance Agreement dedicating operational funds to the Heritage Program. Over the next five years BLM will contribute between \$35,000 and \$75,000 annually to develop a database on the most rare and significant biological features on BLM-managed land in Alaska.

"Cooperative agreements like this one are tremendously successful," said Judy Sherburne, Director of the



Some of Alaska's endangered, threatened, or rare plants include (left to right):

Oxytropis kobukensis

Mertensia drummondii

Oxytropis kokrinensis

Salix ovalifolia var. *glacialis*

Montia bostockii

heritage program. "Once the common ground is established, key priorities can be accomplished with greater expertise at less cost and more efficiency."

The ultimate goal of the heritage program is to offer an easy-to-use computerized database accessible to government agencies, universities, Native corporations, private industry, the military, environmental organizations and others.

This database, which will be continually updated and refined, will help public and private land managers make balanced and objective land use decisions for such activities as environmental protection, endangered species review, land development planning, and permit review.

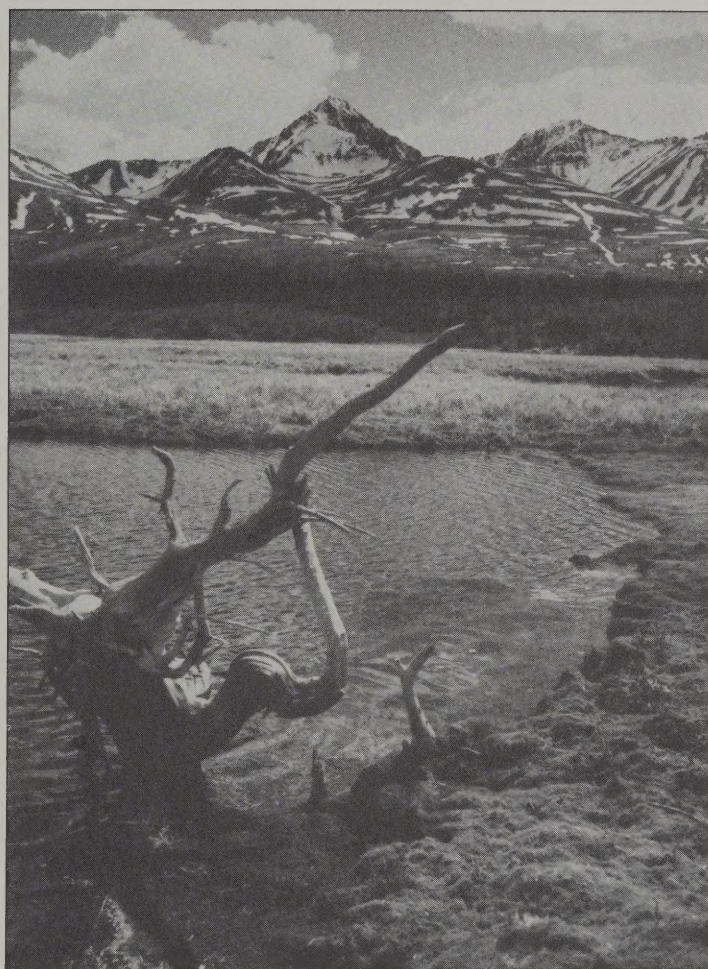
The Alaska Natural Heritage Program was established in August 1989 by The Nature Conservancy, an international nonprofit

organization. Each of these organizations has a separate, distinct function. While the heritage program's mission is to locate and identify critical elements of biodiversity, such as rare and endangered plants, animals, critical habitats, etc., The Nature Conservancy exists to protect and maintain these species by preserving the lands they need to survive.

"We look forward to working with BLM to take advantage of an opportunity that has long been lost in the Lower 48—that is, contributing to resource management and planning decisions that can guarantee the integrity of Alaska's diverse populations and ecosystems," said Sherburne.

By the way, the black bear left the raft and its contents unharmed. It was last seen strolling down the beach.

—Marilee A. Clack
Alaska Natural Heritage
Program



Alaska's public lands provide important habitat for rare and endangered plants.

Unalakleet River Excavation Excites Archaeologists

"It's a bone!" screamed Eleanor Sarren. It was her first archaeological dig and this was the first thing she'd found. She screamed again, "It's a human bone!" By now five excavators and BLM geologist Bruce Giffen surrounded an excited Sarren as she methodically swept away river silt. She yelled once more, "It's a skull!" After what seemed like an eternity, Sarren got a better look at her discovery. It was a white rock.

Sarren, who is the postmistress in Unalakleet, was one of several volunteers working on BLM's excavation of three house pits off the bank of the Unalakleet River this summer. Although her introduction to archaeological life left her a little dejected, it's somewhat typical of the work—long periods of exacting work interspersed with intrigue and excitement.

Giffen, who oversaw the project for a short while says, "When you dig through three feet of silt and finally find something, it gets pretty exciting." Giffen is credited with discovering three marten skulls in a well-preserved birch bark



BLM archaeologist Julie Steele excavates a test pit along the Unalakleet River.

basket.

However, for the seasoned archaeologist, "it gets exciting when you come in from the field," says BLM's Anchorage District archaeologist Julie Steele, who organized this project. Steele, her assistant archaeologist Donna Redding-Gubitosa, and volunteer field director Rita Shepard couldn't wait to get back to the office and analyze their findings.

Shepard, who is doing a dissertation on the dig, has taken most of the artifacts back to the

University of California in Los Angeles, where hundreds of glass trade beads, pieces of clay pipes, bark baskets, metal knives and tools will be examined in the university's laboratory.

In Alaska, historical research done by Steele and Redding-Gubitosa will aid in establishing ethnicity and lifestyles of the Natives inhabiting the area. The artifacts will eventually be housed at the University of Alaska in Fairbanks.

Shepard believes the site existed in the late 19th century, probably

sometime after 1840, when Russian traders came into the Unalakleet area. Around that time a well-established trade network existed among the Indians and Eskimos on the portage between Unalakleet and Kaltag on the Yukon.

Few fishing tools and limited numbers of hunting and processing tools were found during the dig. This makes Shepard think these people were primarily traders like the Ulukagmyut described by the Russian explorer Zagoskin in the 1840s.

According to Zagoskin, the Ulukagmyut were a Native group who spent all their time trading and traveling. However, it is debatable whether these people were Eskimos or Indians. The absence of faunal remains and the use of birch bark, points to a possible Indian population, but the reported intermarriage between Eskimos and Indians on the portage further complicates the ethnicity question.

An unexpected finding of folded sheet-metal containers at the site has Redding-Gubitosa commenting, "It appears these people made some of their containers by

commenting, "It appears these people made some of their containers by shaping metal, which is further evidence of how European materials were incorporated into the Native culture."

Steele says, "This is the first excavation done on the Unalakleet River. Most archaeological expeditions are done on Alaska's coast."

The one-acre excavation site was first located in the 1970s and gathered attention more recently when it was realized that it was being impacted by a trespass cabin.

The BLM has no plans to fully excavate the site, which Shepard says would take several more years. For now, the BLM is trying to identify and better manage its cultural resource sites on the public lands in Alaska. That's 91 million acres, which means a lot of work for BLM-Alaska's seven archaeologists.

—Danielle Allen



Joee Haugan, participating in BLM's Resource Apprenticeship Program for Students, helps uncover the remains of an ancient house pit. This is the first major excavation done along the Unalakleet River.

Comments requested for Anchorage education center

Plans for a regional natural resource education center at BLM's scenic 730-acre Campbell Tract are underway.

The center has long been a dream of Anchorage residents and educators. No wonder as Anchorage is one of the largest population centers in the west without a comprehensive natural resource education program. The main impediment has been the lack of a suitable local facility with access to a good natural laboratory. Campbell Tract will be an excellent location for studying streams and wetlands, animal tracks, forest ecology and natural resource management. The Anchorage Committee for Resource Education has also proposed a local university program involving student teachers who could earn credit for teaching and developing curriculum materials for the center.

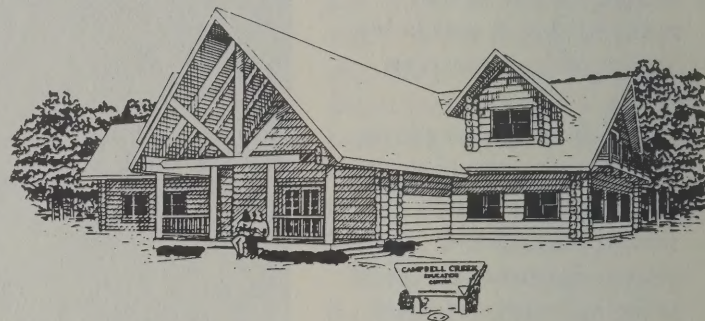
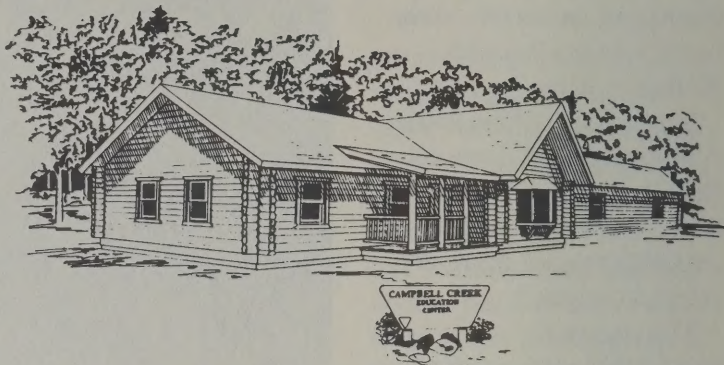
In 1990, a preliminary project plan was approved which proposed a small rustic center for short term resident natural resource programs within a 3,600-square-foot log cabin building. This design was conceived and based on anticipated funding and the limitations of the site to accommodate visitation. BLM recently received indications that additional funds could be made available for an expanded facility should this be found to be more desirable.

The question BLM is now faced with is, "What kind of facility and what kind of programs could be accommodated within a facility that would be consistent with the 1988 Campbell Tract Facility Management Plan?"

A design team has been formed to work on the project and assess the feasibility of several concept alternatives. Since this is a cooperative project between BLM, the Anchorage School District and private non-profit groups that have an interest in the program, BLM representatives will be available throughout the Anchorage bowl to explain the project and gather comments from interested individuals or organizations.

BLM has published a workbook that outlines alternatives for three levels of development. Comments will be accepted until November 30, 1991. Copies of the workbook, which also includes an option for readers to design their own alternative, can be obtained from:

Paul Boos
Bureau of Land
Management
Alaska State Office
Division of Lands and
Renewable Resources
222 West 7th, #13
Anchorage, AK.
99513
(907) 271-5508



These artist renditions were developed to aid people in understanding three potential levels of development for the natural resource education center in Anchorage and are for discussion purposes only. No such specific plans exist.

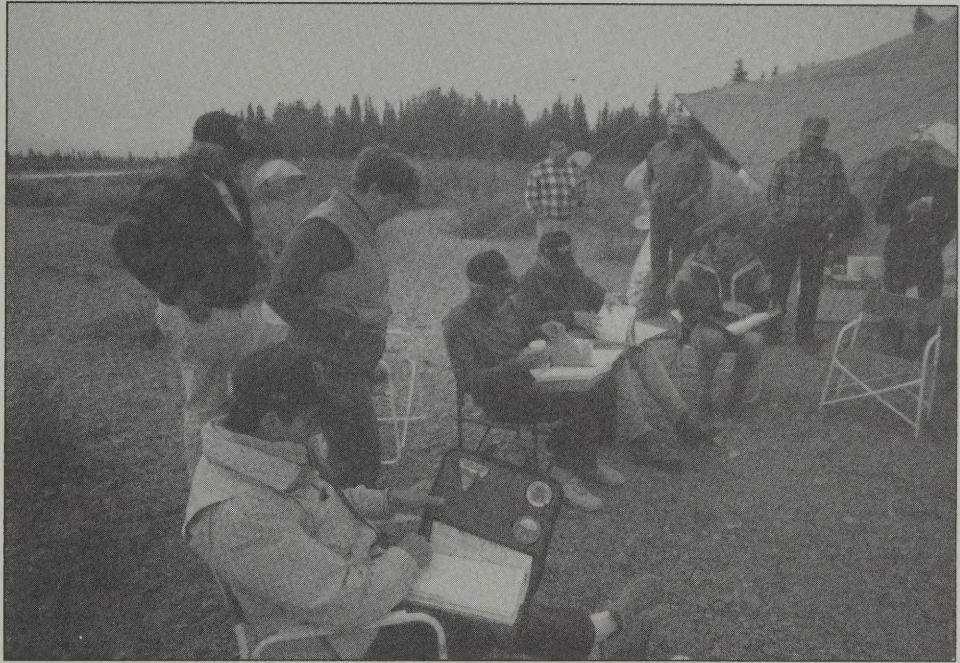
Around Alaska

BLM-Alaska's Glennallen District issued more than 700 **subsistence hunting permits** for moose and more than 2,000 permits for caribou. Open season for moose ran from August 10 to September 20, and caribou from August 25 to September 20. Generally rural Alaska residents within that area are eligible for the free permits.

BLM recently conveyed final title for 112,480 acres to **Azachorok, Inc.** (Mountain Village). Azachorok obtained surface ownership; Calista Corporation received title to the subsurface estate. This was the first large land patent issued to a Calista village under the Alaska Native Claims Settlement Act. ANCSA authorizes the 56 villages in the Calista region to receive about 6.2 million acres.

Alaska boroughs received more than \$4.6 million under the **Payments in Lieu of Taxes Act** of 1976. These federal funds are distributed to eligible units of local government to offset the loss of revenues caused by the presence of certain tax-exempt federal land within local government boundaries. These monies are addition to revenues from oil and gas leases and sales of minerals, timber and other materials and products derived from public lands which the federal government also shares with state and local governments.

BLM hosts Times-Mirror Corporation



BLM staff and Times-Mirror representatives review the recreation potential of the Seward Peninsula.

BLM's Kobuk District recently hosted the Times-Mirror Conservation Council on a special field trip to northern Alaska. Council members were briefed at the BLM Alaska Fire Service headquarters in Fairbanks and later visited the Galena Zone headquarters to learn about fire management programs.

BLM Director Cy Jamison and Alaska State Director Ed Spang joined the group to look at the variety of natural resource and cultural programs of the Kobuk District and discussed mining issues and recreation potential of the area.

A highlight of the trip was a tour of a living stream aquarium project jointly sponsored by BLM, the Nome School District and Alaska Department of Fish and Game. The project is an effort to educate students and teachers and maintain fishery resources for the management, conservation and production of salmon and other species associated with aquatic habitats. This project may serve as a model for similar educational projects throughout the United States.

BLM-Alaska will be providing additional information to the Times-Mirror Corporation that will become part of a pull-out vacation planner showcasing BLM and Forest Service lands. It will be published in several national magazines next year. Times-Mirror publishes nine national monthly magazines such as *Outdoor Life*, *Field and Stream*, *Skiing*, *Yachting* and *Popular Science*. These magazines have a combined readership of more than 30 million people.

"This has been a great opportunity to focus national attention on resources managed by BLM in Alaska," said State Director Spang. "I am looking forward to working with the Times Mirror group on a variety of projects in the future."

Projects that Project

In Alaska, construction is no easy matter. In addition to rain, snow, ice, low temperatures and darkness, nature complicates things with earthquakes, permafrost, frost heaving and seasonal flooding.

BLM's unsung heroes and heroines are the engineers and designers behind the building plans. They resolve the complexities of design and construction. State engineer Jim Andrews says, "The recreation planners identify construction needs to meet resource program and public needs. We then work with the managers to prepare a design and construct the project." Andrews and his staff inspect the construction to be sure it meets contract specifications.

Nearly 239,000 recreationists enjoyed everything from bicycling to boating, fishing to floating a canoe or raft, and sightseeing to snowmobiling on BLM lands in Alaska during fiscal year 1990. An undetermined number of outdoor enthusiasts spent time on public lands last fiscal year. More year-round recreational opportunities are being made available through construction projects. Some of the major projects include:

- At a cost of \$602,000, one of BLM's most visible projects began last summer at Sourdough Campground, 30 miles north of Glennallen. This fall workers constructed a new bridge across Sourdough Creek and 49 parking spaces for boats and trailers. Fifty-one camping sites will eventually be completed as the campground is totally refurbished during the next two years. A big plus for the campground will be fishing access for physically impaired visitors traveling the interpretive hiking trails.

- Two new cabins were constructed in the White Mountains National Recreation Area north of Fairbanks. This area is popular with mushers, hunters, ice fishermen, skiers and snowmobilers. This completes the series of 10 cabins planned for this phase of development. Cabins are available for \$20 a night on a reservation basis.

- The Arctic Circle Wayside and the Yukon River are two of the destinations for organized tour groups and individuals traveling the Dalton Highway. This summer BLM installed toilets at these spots and four other locations along the highway. Workers upgraded the Arctic Circle Wayside with a new access road, improved camping areas, a new parking and picnic area. A viewing deck overlooking the Fish Creek drainage will be added there next summer.

- Workers also built a log-cabin-style contact station at Yukon Crossing to orient visitors to the public lands and natural resources of the Dalton Highway. BLM expects visitation to increase along all state highways because of Rendezvous '92, a commemoration of the 50th anniversary of the completion of the Alaska Highway.

—Ella Wright

On the Cover

Workers connect the final segment of the Atigun Pass reroute project on the Trans-Alaska Pipeline. BLM surface protection specialists monitored progress all year. Work began last winter and was completed in late August.

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